

## Message Text

UNCLASSIFIED

PAGE 01 MONTER 00120 01 OF 02 121938Z

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ACTION VOE-00

INFO OCT-01 ARA-10 SY-04 ISO-00 SCA-01 CIAE-00 FBIE-00

INSE-00 NSAE-00 LAB-04 MMS-04 SS-15 SP-02 PPTE-00 L-02

H-02 /045 W

----- 130342

R 121610Z FEB 75

FM AMCONSUL MONTERREY

TO SECSTATE WASHDC 1625

INFO AMEMBASSY MEXICO

UNCLAS SECTION 1 OF 2 MONTERREY 0120

E.O. 11652: N/A

TAGS: CVIS, MX

SUBJ: THE FALSE IDENTIFICATION PROBLEM IN VISA APPLICATIONS.

REF: STATE 016879 AND 021388

1. AS DEPT. AWARE, THERE IS TREMENDOUS PRESSURE IN MEXICO FROM LOWER CLASSES TO ESCAPE RURAL POVERTY THROUGH MIGRATION. WHILE MANY MOVE TO LARGE MEXICAN CITIES, THERE IS ALSO WIDESPREAD MIGRATION TO U.S. INS COMMISSIONER CHAPMAN RECENTLY ESTIMATED THERE ARE FIVE TO SEVEN MILLION MEXICANS ILLEGALLY IN U.S. THOUSANDS OF THESE ILLEGALS WISH LEGALIZE RESIDENCE BY OBTAINING IMMIGRANT VISA (IV), WHILE OTHERS IN MEXICO WISH MAKE MIGRATION EASIER BY OBTAINING NON-IMMIGRANT VISA (NIV). SINCE VAST MAJORITY THOSE WHO WISH OBTAIN IV ARE SEMI-SKILLED AT BEST, THEY UNABLE OBTAIN LABOR CERTIFICATION. ONLY OTHER ROUTE IS ACHIEVE LABOR CERTIFICATION EXEMPTION THROUGH FAMILY TIES, WHICH IF NON-EXISTENT, CAN BE CREATED THROUGH FRAUD. GIVEN MEXICO'S HIGH BIRTH RATE, MIGRATION TO U.S. AND VISA FRAUD WILL CONTINUE.

2. A MAJORITY OF VISA APPLICATIONS IN MEXICO IS POTENTIALLY FRAUDULENT. WHILE MUCH FRAUD IS RELATIVELY UNSKILLED, IT CAN BE UNCOVERED AND CONTROLLED ONLY THROUGH PATIENT INTER-  
UNCLASSIFIED

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PAGE 02 MONTER 00120 01 OF 02 121938Z

VIEWING AND SUFFICIENT RESOURCES TO ALLOW INVESTIGATION.

UNFORTUNATELY, GIVEN OUR RAPIDLY INCREASING WORKLOAD WE DO NOT HAVE SUFFICIENT PERSONNEL AND TIME TO UNCOVER MORE THAN TIP OF FRAUD ICEBERG.

3. FRAUD IN WESTERN HEMISPHERE IV REGISTRATIONS.

A) PARENTS U.S. BORN CHILD.

1) MIDWIFE BIRTH REGISTRATIONS. TEXAS LAW ALLOWS MIDWIVES DELIVER BABIES AND REGISTER BIRTHS. MIDWIVES CONVICTED OF FRAUDULENT BIRTH REGISTRATIONS REMAIN IN PRACTICE. WE ESTIMATE THAT WE HAVE SOME 5,000 MIDWIFE BIRTH IV REGISTRATIONS PENDING WITH INS FOR INVESTIGATION. WE HAVE LIST OF CONVICTED AND SUSPECT MIDWIVES, AND WHEN WE RECEIVE BIRTH CERTIFICATE EFFECTED THROUGH SUCH MIDWIVES, WE ROUTINELY SEND CASE TO INS. WHILE WE DO SOME MIDWIFE INTERVIEWS AT TIME IV APPLICATION, OUR MAIN LINE DEFENSE MIDWIFE FRAUD IS INS INVESTIGATIONS.

2) DELAYED BIRTH CERTIFICATES. WHILE THIS LESS FREQUENT THAN SUSPECT MIDWIFE BIRTHS, THEY MORE TROUBLESOME SINCE ALLEGED PARENTS HAVE OBTAINED SUPPORTING DOCUMENTS AND ARE PREPARED FOR SKEPTICISM. WE HANDLE THESE AT TIME OF IV INTERVIEW, AND IF NOT SATISFIED, REQUEST MORE EVIDENCE OR INS ASSISTANCE.

3) COUNTERFEIT BIRTH CERTIFICATES. THESE ARE ALMOST ALWAYS CITY AND COUNTY CERTIFICATES. SUCH FRAUD CAN BE COMBATED BY DEMANDING BIRTH CERTIFICATES FROM STATE CAPITOLS. THIS SUBJECT DISCUSSED IN OUR OMS TO VISA OFFICE, SUBJECT ILLINOIS BIRTH CERTIFICATES, DATED OCTOBER 22 AND 24, 1974 TO WHICH WE ARE WAITING A REPLY.

B) FORM I-550 REGISTRATION.

1) SHAM MARRIAGES. WE HAVE UNCOVERED SHAM MARRIAGES BETWEEN ALIEN RESIDENTS AND MEXICAN SPOUSES. WE BELIEVE THIS TYPE OF FRAUD WILL INCREASE AS INS FRAUDULENT MARRIAGE PROGRAM, WHICH CONCERNS ONLY IMMEDIATE RELATIVE PETITIONS, BECOMES MORE EFFECTIVE.

UNCLASSIFIED

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PAGE 03 MONTER 00120 01 OF 02 121938Z

2) SHAM CHILDREN. WHEN ALIEN RESIDENT FATHER FILES I-550 FOR WIFE AND CHILDREN, SOMETIMES HE WILL INCLUDE ONE OR TWO NEPHEWS, NIECES OR GRANDCHILDREN. THE SHAM SON OR DAUGHTER OFTEN IS YOUNGEST CHILD IN FAMILY, OR IF OLDER, HAS MUCH DELAYED BIRTH CERTIFICATE. THIS TYPE OF FRAUD CAN BE COMBATED BY DEMANDING BIRTH CERTIFICATES FROM STATE ARCHIVES AND PATIENT INTERROGATION.

4. FRAUD IN IMMEDIATE RELATIVE IV REGISTRATIONS.

A) IMPOSTER U.S. CITIZEN PETITIONER. THIS CAN BE COMBATTED ONLY BY REQUIRING INTERVIEW OF PETITIONER ALONG WITH IV APPLICANT. USUAL SIGNS ARE LACK OF ENGLISH LANGUAGE ABILITY, LACK OF NORMAL IDENTIFICATION, AND CLAIM OF HAVING LIVED ONLY BRIEFLY IN U.S. PATIENT INTERROGATION AND INS ASSISTANCE PRODUCE BEST RESULTS.

B) SHAM OR BIGAMOUS MARRIAGE. THIS WAS SUBJECT MONTERREY A-128 OF NOVEMBER 27, 1974 WHICH DESCRIBES THIS TYPE FRAUD AT SOME LENGTH.

C) SHAM CHILDREN. THIS IS SAME TYPE OF FRAUD AS WITH FORMS I-550.

5. OTHER FRAUDULENT DOCUMENTS IN IV AND NIV APPLICATIONS.

A) PASSPORT FRAUD. THERE IS SOME FRAUD WITH MEXICAN STATE OR FEDERAL PASSPORTS. BUT OF GREATER IMPORTANCE, FORM FM-13, A TYPE OF PROVISIONAL MEXICAN PASSPORT, CAN BE PURCHASED WITHOUT APPLICATION OR SUPPORTING DOCUMENTS AT SOME MEXICAN BORDER CITIES. MONTERREY 0040 OF JANUARY 18, 1975 GIVES DETAILS. WE HAVE STOPPED ACCEPTING FORM FM-13 FOR VISA APPLICATIONS.

B) MEXICAN POLICE CERTIFICATES. IN OVER 30,000 IV APPLICATIONS LAST YEAR, ONLY ONE IV APPLICANT PRODUCED MEXICAN POLICE CERTIFICATE SHOWING AN ARREST. PROBLEM IS THAT MOST LOCAL MEXICAN POLICE FILES NOT WELL ORGANIZED AND LOCAL POLICE OFFICIALS CHARGED WITH ISSUING GOOD CONDUCT CERTIFICATES NOT WELL PAID. WITH OUR PRESENT RESOURCE LIMITATIONS, WE UNCLASSIFIED

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PAGE 04 MONTER 00120 01 OF 02 121938Z

HAVE NO WAY CHECKING IV APPLICANTS OTHER THAN CONSULAR FILE CHECK.

C) FINANCIAL EVIDENCE. FRAUDULENT JOB LETTERS ARE ROUTINE IN BOTH IV AND NIV APPLICANTS. THIS WAS SUBJECT MONTERREY'S A-109 OF SEPTEMBER 24, 1974. IN NIV APPLICATIONS, WE TELEPHONE REPORTED EMPLOYERS AS TIME AND STAFF PERMIT.

6. SUGGESTED SOLUTIONS.

A) WE BELIEVE THAT U.S. BIRTH CERTIFICATES IN SUPPORT OF VISA APPLICANTS SHOULD BE FROM STATE CAPITOLS AND BE OF RECENT ISSUE. WE WOULD LIKE MAKE THIS A REQUIREMENT AT CONGEN, BUT CURRENT VO INSTRUCTIONS DO NOT ALLOW THIS.

B) WE DEMAND THAT ALL MEXICAN BIRTH, MARRIAGE, AND DEATH CERTIFICATES MUST BE FULL SENTENCIA DE DIVORCIO FROM COURT. WHILE THIS DOES NOT ELIMINATE DOCUMENTS FRAUD, IT MAKES SUCH FRAUD MORE DIFFICULT AND VASTLY MORE EXPENSIVE.

C) POSTS WITH HIGH INSTANCE FRAUD SHOULD HAVE ONE OFFICER AND ONE FSL EMPLOYEE TO CONCENTRATE ON FRAUD. FRAUD CAN BE UNCOVERED ONLY BY PATIENT INVESTIGATION AND SUFFICIENT LOCAL RESOURCES. IF CONGEN HAD VISA FRAUD UNIT, WE WOULD STOP MUCH MORE VISA FRAUD.

D) FRAUD POTENTIAL AWARENESS IS IMPORTANT. FSI CONSULAR COURSE SHOULD INCLUDE VISA FRAUD, BOTH IV AND NIV, AND SHOULD TEACH INTERROGATION TECHNIQUES.

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PAGE 01 MONTER 00120 02 OF 02 121940Z

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TO SECSTATE WASHDC 1626

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UNCLAS SECTION 2 OF 2 MONTERREY 0120

E) VISA OFFICE SHOULD SET UP FRAUD UNIT FOR COORDINATION WITH FIELD AND WITH INS. SUCCESSFUL FRAUD DETECTION NEEDS REFERENCE FILES, COORDINATION AND SUPPORT FROM CENTRAL OFFICE.

F) MONTHLY VISA INTELLIGENCE BULLETIN, SIMILAR TO REGIONAL INS BULLETINS, WITH CONTRIBUTIONS FROM VISA OFFICE, FIELD, AND INS. THIS WOULD BE MOST USEFUL TOOL WHICH IS LONG OVERDUE.

G) IV REGULATIONS SHOULD BE CHANGED TO ALLOW POSTS NOT

ACCEPT IV WALK-INS. EVERY POST HAS GOOD KNOWLEDGE FRAUD  
AREAS AND TECHNIQUES ITS OWN CONSULAR DISTRICT. IF IV  
APPLICANTS HAD TO MAKE APPLICATION IN THEIR OWN CONSULAR  
DISTRICT, SOME FRAUD COULD BE ELIMINATED. FOR EXAMPLE,  
WE KNOW THAT MANY DIVORCE DECREES FROM THE TOWN OF  
COLUMBIA, NUEVO LEON ARE NOT VALID. WE ARE NOT SURE IF  
OTHER POSTS KNOW THIS.

H) REQUEST CONGRESS DELETE SECTION 241 (F) FROM INA. THIS  
SECTION SERVES REWARD FRAUD. ITS DELETION WOULD ALLOW INS  
DEPORT MANY ALIENS WHO OBTAINED VISAS BY FRAUD.  
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## Message Attributes

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